

# Chapter-3

## **Performance Audit of Tribal Welfare**

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**Tribal Welfare Department**

## 3.1 Introduction

### 3.1.1 Demographic profile of Tribal Population

The composite State of Andhra Pradesh had 31,485 sq km (11 *per cent* of State) of scheduled tribal areas extending over nine<sup>1</sup> districts covering 5,948 villages. There are 35 Scheduled Tribes (STs) in the State including 12 tribes categorised as Particularly Vulnerable Tribal Groups (PTGs). As per Census 2011, the scheduled tribal population in the State was 59.18 lakh, constituting around 7 *per cent* of the State population with about 92 *per cent* of them living in rural areas.

Khammam has the highest ST population (13 *per cent*), followed by Visakhapatnam (10 *per cent*), Warangal (9 *per cent*) and Adilabad (8 *per cent*) districts. This zone forms the traditional habitat of 31 (out of 35) tribal communities in Scheduled Areas.

### 3.1.2 Constitutional safeguards for tribal population

Constitution of India has provided for certain social, economic and political guarantees to the STs including protection from social injustice and all forms of exploitation (Article 46), special grants for development of STs or Scheduled Areas (Article 275 (1)), maintenance of efficiency of administration (Article 335), reservation of seats in the House of People, Legislature and Panchayats (Article 330, 332, 243 D) and Extension of Panchayat Raj Act to Scheduled Areas (73<sup>rd</sup> and 74<sup>th</sup> amendments).

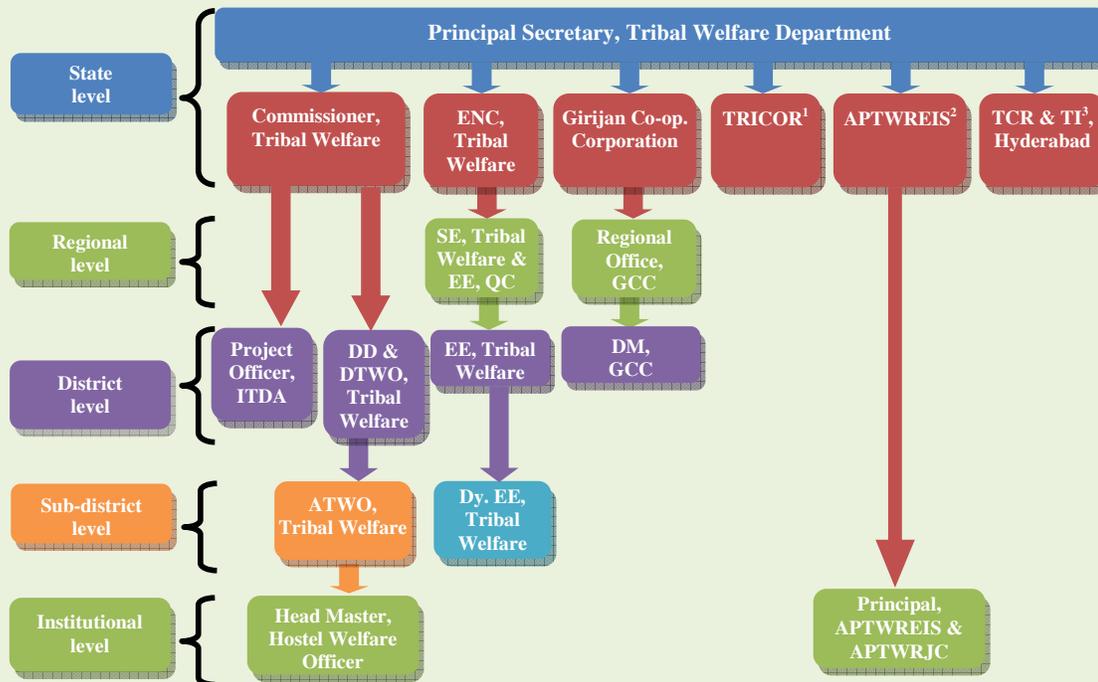
### 3.1.3 Responsibility centres for tribal welfare

Tribal Welfare (TW) Department is responsible for ensuring all round development of tribals through formulation of appropriate policies and programmes for implementing the constitutional safeguards provided to scheduled tribes and scheduled areas through various developmental activities. The department is also responsible for coordinating the activities of all the line departments with regard to tribal development.

The structure of the department, given on next page, has been designed to fulfil its role and responsibilities and facilitate the achievement of its objectives.

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<sup>1</sup>Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Mahabubnagar



<sup>1</sup>TRICOR: AP Scheduled Tribe Co-operative Finance Corporation Limited

<sup>2</sup>APTWREIS: AP Tribal Welfare Residential Educational Institutions Society

<sup>3</sup>TCR&TI: Tribal Cultural Research and Training Institute

## 3.2 Audit Framework

### 3.2.1 Audit Objectives

Performance audit of tribal welfare was carried out with the objective of assessing whether,

- planning for tribal development was based on realistic and concurrent surveys and release and utilisation of funds was in line with the stated objectives of tribal welfare;
- economic support schemes and schemes for development of education were implemented effectively and efficiently and resulted in achieving the intended improvement in the socio-economic status of the tribals;
- infrastructure was created as envisaged in tribal areas;
- internal controls at various levels were adequate and functioned as envisaged.

### 3.2.2 Audit Criteria

Audit findings were benchmarked against the criteria sourced from the following:

- Scheme guidelines, instructions issued by Government from time to time for implementation of schemes, Annual Action Plans
- AP Budget Manual and AP Financial Code
- Department manuals and functional manuals

### 3.2.3 Audit Scope and Methodology

Performance audit of tribal welfare was conducted during April to July 2013 and April to May 2014 covering the implementation of various economic support schemes, schemes for development of education (other than scholarships) and infrastructure in tribal areas during the period 2009-10 to 2013-14. An Entry Conference was held with the Principal Secretary to Government of Andhra Pradesh and Commissioner, Tribal Welfare Department in February 2013 to apprise them about the objectives, scope, criteria and methodology of audit including sample selected and obtain their inputs.

Audit methodology involved scrutiny of related records and files in the Secretariat, Commissionerate, AP Scheduled Tribe Co-operative Finance Corporation Limited (TRICOR), Girijan Co-operative Corporation (GCC), Tribal Welfare Residential Educational Institutions Society (APTWREIS), Executive Engineer, Quality Control division, Hyderabad, and seven<sup>2</sup> (out of 11) Project Offices of Integrated Tribal Development Agencies (ITDAs) selected on the basis of expenditure and population. Joint beneficiary survey was also carried out in 74 villages in the sampled districts along with the departmental officials. Exit Conference was held with the representatives of Government in January 2015 and the findings brought out in the Performance Audit Report were discussed. The recommendations made by Audit have been discussed and accepted by the Government during the Exit Conference.

#### *Audit findings*

### 3.3 Planning

The Union Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes for development of tribals and tribal areas. The programmes and schemes of the Ministry are intended to support and supplement, through financial assistance, the efforts of other Central Ministries, State Governments and voluntary organisations in this regard.

Successive Five Year Plans have focused on improving the critical gaps in infrastructure in tribal areas and socio-economic development of tribal population, and several programmes have been launched both by the GoI and State Governments towards this end. Some of the major initiatives in this regard viz., Tribal Sub-Plan for all round development, Ashram Schools/Hostels for ST Boys and Girls (under Education sector), Economic Support Schemes, etc. are detailed in *Appendix-3.1*.

#### 3.3.1 Annual Action Plans

Funds are released by GoI to State Government for implementing the programmes/schemes based on the Annual Plans submitted by the latter. Revised GoI guidelines specified that long-term area-specific micro planning should be taken up under SCA to TSP by taking into consideration ITDAs and the Clusters therein as geographical units.

<sup>2</sup> Bhadrachalam (Khammam district), Eturunagaram (Warangal district), Rampachodavaram (East Godavari district), Paderu (Visakhapatnam district), Parvathipuram (Vizianagaram district), Srisailam (Kurnool district) and Utnoor (Adilabad district)

Audit scrutiny revealed that although action plans for Economic Support Schemes were being prepared by ITDAs, none of the sampled ITDAs had prepared long-term perspective plan despite the stipulation. With regard to economic support schemes however, annual action plans are being prepared by TRICOR in consultation with other line departments. A conservation-cum-development plan under XII Five Year Plan (2012-13 to 2016-17) was prepared for the Primitive Tribal Groups (PTG) by TRICOR.

Government replied (January 2015) that instructions have been issued to the ITDAs to develop perspective plans on the lines of CCDP for other Tribes also and that it would ensure that plans were developed and made available for implementation.

### 3.3.2 Tribal Sub-Plan (TSP) Strategy

GoI initiated the concept of TSP during the 5<sup>th</sup> Five Year Plan period (1974-79) as a key instrument for fulfilling the objective of inclusive growth by bridging the development gap between the tribal and plain areas. This strategy envisaged allocating plan resources across all the Central Ministries and State departments at least in proportion to the ST population in the State both at the National as well as at the State level. In November 2005, State Government stipulated that all the departments should allocate a minimum of 6.60 *per cent* (percentage of tribal population in the State) of their plan outlay exclusively for designing and implementing schemes that would improve the socio-economic status of the target tribal groups. Year-wise details of allocations under TSP and expenditure incurred there against are given in Table-3.1.

**Table-3.1** (₹ in crore)

Year	Total Plan Budget Outlay	Outlay for TSP (Percentage)	Expenditure under TSP (percentage)
2009-10	44847	1533 (3)	1016 (66)
2010-11	46129	1746 (4)	1194 (68)
2011-12	56791	2260 (4)	1687 (75)
2012-13	59698	2416 (4)	1582 (66)
2013-14	65435	2882 (4)	1242 (43)
<b>Total</b>	<b>272900</b>	<b>10837 (4)</b>	<b>6721 (62)</b>

Source: Appropriation Accounts of respective years

As can be seen from the table, overall outlay under TSP was 3.97 *per cent* on an average as against the stipulated 6.60 *per cent*. Further, allocated funds were not fully expended in any of the past five years. Audit scrutiny further revealed that, as against 6.60 *per cent* allocation to be made

on total plan budget outlay, allocation to TSP in respect of General, Social and Economic sectors was only 1 *per cent*, 5 *per cent* and 3 *per cent* respectively. Even out of the funds allocated, Government could not expend to the extent of 94 *per cent* (General sector), 36 *per cent* (Social sector) and 44 *per cent* (Economic sector) respectively.

In order to provide thrust to tribal development, State Government enacted the 'Andhra Pradesh Scheduled Castes Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act, 2013' in December 2012. Audit scrutiny revealed that despite this enactment, there was no significant improvement in allocation and utilisation of funds for tribal welfare and development as can be seen from the details of funds allocated and expended during 2013-14 given in Table-3.1.

In reply Government stated (January 2015) that the Act was in its first year of implementation and a lot of time was required to sensitise the departments, work out the modalities and build up the systems. It was further stated that Tribal Welfare Department (TWD) budget also formed part of TSP even though releases were not made under this head. During the Exit Conference, Government agreed that there was disparity between allocation and expenditure under TSP and stated that although allocations were being made at 6.60 *per cent*, the releases ultimately worked out to 3.80 *per cent* only. Admitting that management of TSP was not really satisfactory, it was stated that the department was working out an action plan to improve the situation.

### 3.3.3 Beneficiary data

Audit scrutiny revealed that none of the sampled ITDAs had maintained any database containing the details of eligible beneficiaries, beneficiaries actually covered, the support schemes under which those beneficiaries are covered, amount of support extended, beneficiaries who are yet to be covered, etc. There was no mechanism in place in any of the sampled ITDAs to ensure that the beneficiaries selected for a scheme have not been covered in the previous years. In the absence of these details, the possibility of extending multiple benefits to the same beneficiary or leaving out eligible beneficiaries from coverage under the support schemes cannot be ruled out. Further, TRICOR is not getting sufficient input data from districts on the beneficiary-wise details.

Audit scrutiny of database provided by TRICOR and ITDAs revealed the following inconsistencies:

- (i) Except under Agriculture and Industrial Small Business (ISB) sectors, place of residence (village name) was not cited in respect of beneficiaries under other sectors (Minor Irrigation, Horticulture, Animal Husbandry, etc.) thus providing no clear identity of the beneficiary. Further, date of sanction, date of commencement of the unit, etc. were missing in the information furnished by districts to TRICOR.
- (ii) Test-check in ITDA, Bhadrachalam for the year 2009-10 revealed instances (three cases) of sanctioning more than one unit to the same beneficiary contrary to the guidelines. Scrutiny of beneficiaries list relating to 2010-11 in ITDA, Parvathipuram (Vizianagaram district) also revealed one case of sanctioning more than one unit to the same beneficiary.

Government in its reply stated (January 2015) that efforts were made to maintain electronic data in respect of beneficiaries sanctioned under ESS prior to 2013-14 also, but the beneficiary-wise details were available with the respective ITDAs which are the implementing agencies. Due to non-availability of electronic data in its entirety with TRICOR, complete verification of data could not be done.

## 3.4 Financial Management

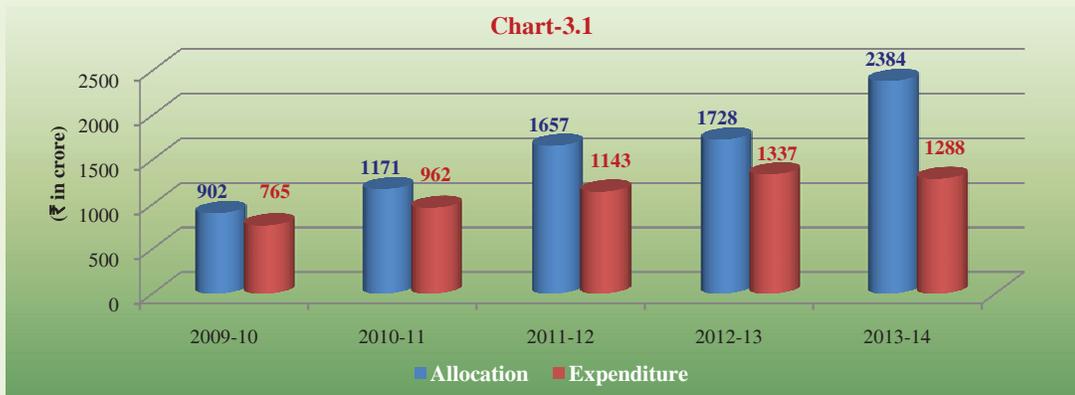
### 3.4.1 Funding pattern

GoI provides assistance for welfare and socio-economic development of tribals through 'Special Central Assistance to Tribal Sub-Plan' (SCA to TSP), Grants-in-aid under Article 275 (1) of the Constitution, Conservation-cum-Development Plan (CCDP), etc.

These funds are released to the State Government through Letters of Credit (LoC) and are credited to Personal Deposit (PD) accounts of the concerned agencies like TRICOR (for economic support schemes), Gurukulam (for education), GCC (for marketing support), and various implementing agencies like ITDAs, EE/TW, educational institutions, etc.

### 3.4.2 Budget and expenditure

Expenditure *vis-à-vis* budget provision for implementation of various tribal welfare schemes by the State Government during the five year period 2009-14 is given below.



Source: Appropriation Accounts

**Note:** Further, under Tribal Sub-Plan component, departments spent ₹6,721 crore (out of total outlay of ₹10,837 crore) during the five year period 2009-14 (Table-3.1 refers)

Failure to utilise allocated resources impacted implementation of certain economic development schemes, schemes for development of education and works taken up by Engineering division adversely.

In reply (January 2015) Commissioner, TW attributed the shortfall in utilisation of budgeted funds to non-issue of budget release orders by the Government and freeze orders under certain heads.

An analysis of budget and expenditure during 2013-14 (i.e. after enacting separate legislation for Tribal Sub-Plan by State) revealed the following:

- (i) There was 'Nil' expenditure in respect of 59 (out of 243) sub-schemes which were allocated ₹460.91 crore during 2013-14. These programmes *inter alia* include, reduction in infant mortality rate, setting up of model schools<sup>3</sup>, construction of buildings for orphanages, buildings for Industrial Training Institutes (ITIs), etc.

Government in its reply (January 2015) accepted that no expenditure was incurred under 53 sub-schemes due to non-approval of sub-schemes by State Council and non-release of funds by GoI.

- (ii) In 70 sub-schemes, expenditure was less than 50 *per cent* of allocation and on 19 sub-schemes, expenditure was less than 10 *per cent*.

<sup>3</sup> under Rashtriya Madhyamika Shiksha Abhiyan

- (iii) Tribal Welfare Department expended only ₹724.52 crore (44 per cent) of total grants (₹1,664.04 crore) received and there was ‘Nil’ expenditure under seven<sup>4</sup> programmes. Out of total funds, major portion (72 per cent) relates to education component. However, only 48 per cent was utilised.

#### 3.4.2.1 Delay in release of funds to implementing agencies

As per guidelines, State Government has to release funds to implementing agencies within one month of receipt of SCA to TSP and grants-in-aid by GoI under Article 275 (1). As at end of March 2014, State Government was yet to release ₹90.74 crore<sup>5</sup> of such receipts to Commissioner, Tribal Welfare. There were persistent delays ranging from 13 to 24 months in releasing funds provided under Article 275 (1).

Government confirmed (January 2015) that out of total releases of GoI under Article 275(1), ₹53.54 crore was yet to be released (as of 1 April 2014) by the Government.

#### 3.4.2.2 Non-submission of UCs by TRICOR

As against ₹406.91<sup>6</sup> crore released by GoI under Article 275 (1), State Government released ₹316.08<sup>7</sup> crore to TRICOR, of which TRICOR furnished UCs to the extent of ₹180.04 crore only. Under Conservation-cum-Development Plan (CCDP), during the five year period 2009-14, TRICOR received ₹105.69 crore<sup>8</sup> from GoI. As against this, TRICOR released only ₹75.69 crore<sup>9</sup> to the unit offices and UC was furnished only for an amount of ₹5.59 crore.

#### 3.4.2.3 Diversion of funds

Project Officers of five test checked ITDAs and their subsidiary offices diverted funds amounting to ₹8.51 crore during 2009-14 for purposes other than those intended. Details are given in *Appendix-3.2*.

Government accepted the audit observation and stated (January 2015) that necessary action would be taken immediately for reimbursement of the amounts.

#### 3.4.2.4 Non-utilisation of funds

Audit scrutiny of utilisation of funds in the sampled districts revealed the following:

- (i) Project Officers of the sampled ITDAs parked funds amounting to ₹71.40<sup>10</sup> crore in fixed deposits (FD) in various banks. Further, these ITDAs utilised interest amount of ₹18.67<sup>11</sup> crore earned on FDs for other purposes during the period 2009-14.

<sup>4</sup> Economic Support Schemes, Schemes under Tribal Area Sub-Plan (ACA), Educational Institutions, Research Fellow Scholarships, Hostel Buildings for eight Degree Colleges in Remote and Interior Areas Development (RIAD) Areas, Construction of Mini Hydel Power Projects under RIDF Programme and Loans for Repayment of NSTFDC Loans

<sup>5</sup> SCA to TSP: 2009-10: ₹11.75 crore; 2013-14: ₹43.41 crore; Art 275(1): 2011-12: ₹0.24 crore; 2012-13: ₹33.34 crore and 2013-14: ₹2 crore

<sup>6</sup> Art 275(1): ₹184.91 crore and SCA to TSP: ₹222 crore

<sup>7</sup> Art 275(1): ₹149.33 crore and SCA to TSP: ₹166.75 crore

<sup>8</sup> 2009-10: ₹9.85 crore; 2010-11: ₹22.92 crore; 2011-12: ₹22.92 crore; 2012-13: ₹20 crore and 2013-14: ₹30 crore

<sup>9</sup> 2009-10: ₹9.85 crore; 2010-11: ₹22.92 crore; 2011-12: ₹22.92 crore; 2012-13: ₹20 crore

<sup>10</sup> Eturunagaram: ₹3.14 crore, Rampachodavaram: ₹3.95 crore, Parvathipuram: ₹5.97 crore, Bhadrachalam: ₹8.84 crore, Paderu ₹49.30 crore; Utnoor ₹0.20 crore and Kurnool: NIL

<sup>11</sup> Bhadrachalam: ₹2.84 crore, Eturunagaram: ₹1.02 crore, Rampachodavaram: ₹3.65 crore, Paderu: ₹4.73 crore; Parvathipuram: ₹0.91 crore, Srisailam: ₹1.47 crore; Utnoor: ₹4.05 crore

- (ii) During the five year period 2009-14, funds amounting to ₹11.78 crore<sup>12</sup> were lying idle in the PD Accounts of six ITDAs.
- (iii) As at end of March 2014, funds amounting to ₹94.27<sup>13</sup> crore remained unutilised and were lying in the PD Account of TRICOR.

Government attributed (January 2015) utilisation of interest amount to other purposes like insufficient budget receipts and assured that the practice of parking funds in FDRs would be eliminated.

#### 3.4.2.5 Advances pending adjustment

Project Officers release advances to implementing agencies for implementation of various welfare schemes. Audit scrutiny revealed that ₹165.46 crore<sup>14</sup> of such advances remained unadjusted as of March 2014 in seven ITDAs. Besides this, an amount of ₹0.82 crore advanced to the staff in ITDA, Rampachodavaram (₹0.14 crore), Srisailam (₹0.37 crore) and Eturunagaram (₹0.31 crore) was pending recovery. Some of these advances (₹1.89 crore<sup>15</sup>) are pending recovery/adjustment for over a decade and there was no effective mechanism in place to recover/adjust the pending advances.

As against the loan amounting to ₹14.05 crore taken from 'National Scheduled Tribe Finance Development Corporation' and extended to beneficiaries in ITDAs in 10 districts, only ₹3 crore was recovered as of July 2014. District-wise details are given in **Appendix-3.3**.

Non-utilisation/parking of funds is a serious systemic failure which adversely affected the implementation of various welfare schemes intended for the benefit of tribal population as brought out in succeeding paragraphs.

Government in its reply stated (January 2015) that steps had been taken to adjust the pending advances and that there was considerable reduction in the amount in this regard.

### 3.5 Economic Support Schemes (ESS)

Economic support schemes are aimed at providing sustainable livelihood opportunities to the STs who are below poverty line, particularly the poorest of the poor among them. TRICOR is the nodal agency for implementation of ESS.

Pictorial representation of fund flow mechanism of ESS is as follows.

<sup>12</sup> Rampachodavaram: ₹1.56 crore; Bhadrachalam: ₹5.43 crore; Parvathipuram: ₹1.39 crore; Eturunagaram: ₹0.81 crore; Srisailam: ₹0.66 crore; Paderu: ₹1.93 crore

<sup>13</sup> SCA to TSP: ₹40.61 crore; ESS: ₹30 crore; Rajiv Yuva Kiranal: ₹1.09 crore; Education: ₹20.86 crore and Protection of Forest Rights: ₹1.71 crore

<sup>14</sup> Bhadrachalam - ₹46.26 crore, Eturunagaram - ₹17.92 crore, Paderu - ₹55.17 crore, Parvathipuram - ₹5.32 crore, Rampachodavaram - ₹24.34 crore, Srisailam - ₹3.87 crore, Utnoor - ₹12.58 crore

<sup>15</sup> ITDA, Utnoor: ₹1.87 crore; ITDA, Eturunagaram: ₹1.70 lakh



ITDA and DTWO provide funds (subsidy<sup>16</sup>) to the Mandal Mahila Samakyas (MMS) and the latter, along with the Village Organisation (VO) ensures that the beneficiary commences the targeted economic activity. All the beneficiaries should enrol themselves with VOs and applications received by VOs are forwarded through MMS to respective Project Officers, ITDA for sanction. Beneficiaries not covered during the previous years should be selected.

During the five year period 2009-14, against ₹327.69 crore released by GoI, an amount of ₹242.44 crore was released to TRICOR by the State Government for implementation of ESS schemes. Of this, only ₹204.38 crore was released to the districts. The districts in turn furnished utilisation certificates for ₹114.30 crore.

Government in its reply (January 2015) stated that funds for the year 2013-14 were not released to districts as it was decided (December 2013) to credit the subsidy amount directly to the beneficiary account. Audit verification, however, revealed that to the end of March 2014, no expenditure was incurred by the department towards release of subsidy to beneficiaries.

### 3.5.1 Physical and Financial performance

During the five year period 2009-14, TRICOR targeted to cover 7.14 lakh beneficiaries with an outlay of ₹718.73 crore. Against this, 4.86 lakh beneficiaries were covered at an expenditure of ₹365.75 crore. Year-wise details are given below.

Table-3.2

Year	Target		Achievement	
	No. of Beneficiaries	Financial Assistance (₹ in crore)	No. of Beneficiaries	Financial Assistance (₹ in crore)
2009-10	331808	255.00	230507	102.35
2010-11	168650	104.69	149254	100.45
2011-12	124959	80.10	83265	63.91
2012-13	29044	158.94	23200	99.04
2013-14	60000	120.00	0	0
<b>Total</b>	<b>714461</b>	<b>718.73</b>	<b>486226</b>	<b>365.75</b>

Source: TRICOR Action Plan reports

As can be seen above, the targeted number in respect of beneficiaries could not be achieved and the funds earmarked for providing sustainable livelihood support to the beneficiaries were utilised only to the extent of 51 per cent. During 2013-14 physical as well as financial targets were not achieved as the operation of ESS was kept on hold till

<sup>16</sup> Equivalent to 50 per cent of the cost of unit subject to a ceiling of ₹30,000 per beneficiary

February 2014 in anticipation of enhancement of rates of subsidy/unit rates and non-release of funds to TRICOR (by the State Government).

### 3.5.1.1 Utilisation of subsidy by districts

Special central assistance received by State under TSP is allocated to the districts based on their ST population. Year-wise details of SCA released to sampled districts during the period 2009-14 are given below.

Table-3.3

District	ST Population (in lakh as per Census 2011)	Year-wise release of funds (₹ in lakh)					
		2009-10	2010-11	2011-12	2012-13	2013-14	
Khammam	7.66	101.29	703.65	751.23	560.45	Funds were not released to the districts	
Visakhapatnam	6.18	82.74	388.42	487.15	457.79		
Warangal	5.31	67.91	322.53	428.66	375.78		
Adilabad	4.96	61.80	400.85	401.64	341.97		
Vizianagaram	2.36	31.88	152.75	334.54	176.39		
East Godavari	2.13	28.42	181.40	370.13	157.28		
Kurnool	0.83	9.16	59.01	97.83	50.68		

Source: TRICOR records and Census 2011

Although the districts utilised the funds in accordance with the approved Action Plans, focus on ST population was disregarded in various mandals as brought out below:

- (i) Dammamet (83 per cent ST population) and Mulakalapalle (100 per cent ST population) mandals of Khammam district are in the list of 31 mandals having notified scheduled villages – former with 21 and the latter with 14 scheduled villages. However, during the year 2009-10, only 35 beneficiaries from Dammamet mandal and eight beneficiaries from Mulakalapalle mandal were sanctioned subsidy of ₹1.38 lakh and ₹0.28 lakh respectively, which is less than 1 per cent of total subsidy amount (₹1.01 crore).

Commissioner, TW stated (January 2015) that the schemes were sanctioned based on proposals and eligibility of beneficiaries. It was further stated that necessary steps would be taken for sanction of the units as per ST population.

- (ii) Expenditure incurred by ITDA, Bhadrachalam ranged between 35 and 42 per cent of the funds provided, except in 2011-12 (64 per cent). Sixty per cent of the budget was not utilised for ESS schemes and funds amounting to ₹4 crore were placed in Term Deposit Receipts (TDRs) as of May 2014. During 2011-12 this ITDA did not release subsidy in respect of 70 sanctioned Fisheries Units (₹4.02 lakh) and 202 Animal Husbandry units (₹46.54 lakh). No reasons were on record for non-release of the funds to these units.

Commissioner, TW stated (January 2015) that progress was hampered due to delay in release of subsidy by TRICOR and verification process.

- (iii) Contrary to the guidelines, ITDA, Srisailam has sanctioned (2010-11) assistance without (a) photo of the beneficiary on the application, (b) resolution copies of VO/MMS, (c) recording the contribution of beneficiaries in the cash book/bank, etc.

Government in its reply stated (January 2015) that original set of application form with relevant details were available with Mandal Parishad Development Officers (MPDOs) being the identifying authority. The reply is not satisfactory as the details were also to be available with the ITDAs to ensure establishment of units by the beneficiaries.

- (iv) In ITDA, Paderu (Visakhapatnam district) although the implementing agencies (MMS or Bank) were to commence the scheme within 15 days of receipt of the margin money and subsidy, this was not adhered to in any of the 57 test checked cases (delay up to 16 months).

### 3.5.1.2 Commencement of units

Audit carried out a beneficiary survey<sup>17</sup> to assess the status of the sanctioned units and observed the following:

- (i) Out of 58 beneficiaries in Utnoor, 36 had not started operation of units and 12 beneficiaries were operating their units satisfactorily as an economic activity. Ten beneficiaries were found with very poor level of economic activity.
- (ii) In Eturunagaram (Warangal district) it was observed that none of the 39 beneficiaries were given the amount of subsidy/loan or animal and none of the beneficiaries were aware of the scheme called 'Milch Animal'. The PO, ITDA has accorded sanction and disbursed subsidy component to the respective implementing agencies which casts doubts on the utilisation of subsidy amount sanctioned under this scheme.
- (iii) In ITDA, Bhadrachalam (Khammam district) none of the beneficiaries of 13 cashew nut processing units held raw/finished stock worth even 25 per cent of earmarked working capital of ₹1 lakh. Of these, eight units were sanctioned without the requisite resolution of the VO concerned and two beneficiaries were not operating their units.

There was thus no effective monitoring system to ensure commencement of units by the beneficiaries.

### 3.5.1.3 Integrated Dairy Development Unit at Nimmalapalem (East Godavari district)

TRICOR provided funds of ₹2.10 crore under special project allocation to ITDA, Rampachodavaram for establishment of Integrated Dairy Development units at Nimmalapalem (Addateegala mandal), Gangavaram and Rampachodavaram mandals of East Godavari district. Audit scrutiny revealed the following:

- (i) As against three units identified, the PO, ITDA took up only one unit (in Addateegala mandal) to benefit 60 identified beneficiaries at a cost of ₹83.29 lakh and incurred ₹59.52 lakh. The PO however, neither initiated any action

<sup>17</sup> in the selected 14 villages of five mandals covering 58 beneficiaries in Utnoor (Adilabad district), 39 'Milch Animal' units in six habitations/villages falling in three mandals of Eturunagaram (Warangal district), 13 cashew units in ITDA, Bhadrachalam

in respect of other two units proposed nor refunded the amount (₹1.28 crore) to TRICOR and these funds were lying with the PO unutilised.

- (ii) The ITDA continued to release amounts to the implementing agency (i.e. Animal Husbandry) based on proposals submitted by the agency and to the suppliers without however, ensuring proper UCs, copies of bills, etc. from them. ITDA has not also obtained any document to satisfy itself about the ownership/title of the land before allowing civil constructions on the site. Copy of Measurement book was also not obtained from the concerned EE, TW.
- (iii) While the vouchers in respect of purchase of livestock (42) from Haryana were available, those relating to purchase of livestock (60) bought in December 2012 from Tamil Nadu State were not produced for Audit scrutiny and therefore the veracity of these payments could not be checked in Audit.
- (iv) The equipment procured for the unit was not in use. The civil structures are now in dilapidated condition (with scrap value) only.

Government replied (January 2015) that only one unit was established on a pilot basis and due to unsatisfactory performance of the said unit, the remaining two units were not yet started. Further, while attributing various reasons to poor yield, it was stated that necessary steps were being taken to improve the yield in future by taking technical assistance from Animal Husbandry Department.

#### **3.5.1.4 Coffee plantation**

Audit scrutiny revealed that the achievement in Coffee Plantation during the period 2011-14 ranged from 37 to 40 *per cent*. The shortfall was due to non-availability of required shade area<sup>18</sup> during the period 2009-12 and not undertaking of any shade plantation during 2013-14.

Government accepted (January 2015) that due to non-availability of sufficient shade area, the ITDA could not achieve the targeted plantation.

The reply confirms that targets were fixed without ascertaining the availability of shade area.

#### **3.5.1.5 Rubber plantation**

With a view to strengthening the livelihood resource base of poor tribal population by creating durable assets and to control soil erosion and other ecological problems of Jhum (Podu) cultivation, a massive Rubber Plantation Programme was proposed to be taken up in 30,000<sup>19</sup> acres in ITDA, Rampachodavaram area during the period 2008-09 to 2017-18. Rubber stumps procured, utilised and plantations grown during the four year period 2008-09 to 2011-12 are given in Table 3.4.

<sup>18</sup> In the process of Coffee plantation, shade area is required to be developed first through shade plantation for which Silveroak seed is required

<sup>19</sup> 2008-09: 707 acres, 2009-10: 6,000 acres, 2010-11 to 2016-17: 3,000 acres in each year and 2017-18: 2,293 acres, in total 30,000 acres

Table-3.4

Year	Proposed area (in acres)	Number of stumps (in lakh)		No. of stumps for which payment to be made*	Unit Cost (₹)	Amount paid (₹ in lakh)	Plants utilised (lakh)	Area covered (in acres)
		Required	Procured					
2008-09	707	1.38	17.35	16.72	19.50	326.18	1.38	707
2009-10	6000	11.70	0	0	0	-	9.04	4637
2010-11	3000	5.85	2.40	1.57	19.00	29.84	0.89	457
2011-12	3000	5.85	0.11	0.11	18.00	1.89	-	0
<b>Total</b>	<b>12707</b>	<b>24.78</b>	<b>19.86</b>	<b>18.40</b>		<b>357.91</b>	<b>11.31</b>	<b>5801</b>

Source: Records of ITDA, Rampachodavaram

\*Stumps found fit for payment

Audit scrutiny revealed the following:

- (i) While the purchases in 2008-09 were made through open tender system, no such system was followed for purchase of 1.68 lakh (cost: ₹31.73 lakh) stumps made in the years 2010-11 and 2011-12. Purchase orders were placed with the firms in another State.
- (ii) During the period 2008-12 only 11.31 lakh stumps were used out of 19.86 lakh stumps procured. Large scale purchases without immediate requirement resulted in 8.55 lakh rubber stumps (costing about ₹1.35 crore) lying unutilised.
- (iii) As against the target of growing rubber plantation in 30,000 acres over a ten year period of 2008-18, plantation was developed only in 5,801 acres in the first three years and thereafter it was stopped in 2011-12.
- (iv) As per the scheme norms, a given plantation should have at least 75 per cent survival to be eligible for maintenance assistance in second year and 90 per cent survival to be eligible for maintenance from third year onwards up to seven years. The percentage of survival of plantations was only 30 per cent during 2008-10<sup>20</sup>. Further, the number of beneficiaries was reduced to 968 from 2,853 since inception of the plantation.
- (v) During the joint physical verification of the plantations, Audit interacted with five farmers for whom 3,315 plants (covering 17 acres) were sanctioned, against which, only 1,356 plants (41 per cent) survived. The farmers attributed the poor survival to lack of irrigation facilities promised but not provided by ITDA while taking up the plantation.
- (vi) Rubber Board in its feasibility report had advised the ITDA, Rampachodavaram that the area did not have the right agro climatic conditions for cultivating rubber. Disregarding the advice, the Project Officer went ahead with massive rubber plantation.

In reply, Commissioner, TW contended that Rubber Board had not advised about the unfavourable agro climatic conditions for Rubber plantation in the ITDA. The reply is not correct as the inspection report (February 2010) of Rubber Board team categorically stated that the ITDA did not have the right agro climatic conditions for cultivating rubber.

<sup>20</sup> no further survey was conducted in respect of survival of plantations from 2010-11 onwards

Government in its reply (January 2015) attributed the purchase of stumps directly from Kerala to lack of response to the tender calls. It was further stated that out of seven years gestation period for Rubber plantation, the software provided by State Government had provision for only three years and for the remaining four years, there was no provision for making any labour or material payments to the farmers under NREGA and thus, the farmers have gradually lost interest year after year. As such, the Rubber plantation fields were left without any care by the farmers and gradually the survival percentage had been declining year after year.

### 3.5.1.6 Cashew plantation

Cashew plantations are developed in six ITDAs<sup>21</sup>. Scrutiny of records of ITDA, Rampachodavaram revealed the following.

ITDA procured 11.15 lakh cashew grafts and 7.27 lakh cashew seedlings during 2010-14 and plantation programme was taken up in 24,398.79<sup>22</sup> acres of land to cover 15,531 beneficiaries.

Large scale plantation was taken up without sufficient technical staff, sufficient quantity of plant material and essential inputs like fertilizers, pesticides, organic manure, etc. and there was lack of provision of minimum irrigation facilities which have direct bearing on survival and yielding capacity of the grafts. During the period 2010-14, out of 23.12 lakh plants (14.67 lakh cashew grafts plus 8.45 lakh seedlings), including those used for gap filling, 13.71 lakh were survived<sup>23</sup> (as of June 2014) and there was complete loss of cashew crop in 159.03 acres<sup>24</sup>.

Project Officer (PO) had placed purchase orders directly on the Orissa State Cashew Development Corporation Limited, Bhubaneswar (OSCDCL) without ensuring/exploring the availability of the grafts from approved local nurseries and procured 4.50<sup>25</sup> lakh grafts from OSDCL (at ₹19.50 per graft) during 2010-13. Due to failure of the OSDCL to supply the committed five lakh grafts during the year 2012-13, the PO, ITDA had to procure (September 2012) 3.70 lakh grafts at higher rates ranging between ₹23 to ₹28 (including transportation) from local nurseries as the plants were required to be procured within a short span of time and the plantation period was nearing completion. This resulted in an additional burden of ₹14.10 lakh. Further, The Project Officer, ITDA, Rampachodavaram paid an advance of ₹60 lakh (June - August 2012) to OSDCL for supply of cashew grafts. However, OSDCL supplied (July – August 2012) only 2.01 lakh grafts worth ₹40 lakh leaving ₹20 lakh unadjusted.

<sup>21</sup> Seethampeta, Srikakulam district; Parvathipuram, Vizianagaram district; Paderu, Visakhapatnam district; Rampachodavaram, East Godavari district; Kota Ramachandrapuram, West Godavari district; and Bhadrachalam, Khammam district

<sup>22</sup> 2010-11: 1,067.27 acres, 2011-12: 1,810.45 acres, 2012-13: 8,296 acres and 2013-14: 13,225.07 acres

<sup>23</sup> 2010-11: Plantation: 0.85 lakh + 0.26 lakh; survival: 0.60 lakh; 2011-12: Plantation: 1.45 lakh + 0.50 lakh; survival: 1.12 lakh; 2012-13: Plantation: 6.64 lakh + 2.32 lakh; survival: 5.23 lakh; 2013-14: Plantation: 9.48 lakh + 1.63 lakh; survival: 6.76 lakh

<sup>24</sup> 2010-11: 97 acres; 2011-12: 32.45 acres; 2012-13: 19 acres and 2013-14: 10.58 acres

<sup>25</sup> 2010-11: 0.86 lakh grafts, 2011-12: 1.62 lakh grafts, 2012-13: 2.02 lakh grafts

Government in its reply (January 2015) stated that 60 *per cent* of the requirement (7 to 10 lakh grafts) per year was met from the local satellite nursery farmers and the remaining 40 *per cent* invariably procured from outside.

The reply itself clearly indicates that around four lakh grafts per year could be procured locally and against this, the ITDA procured 4.50 lakh grafts during the three year period 2010-13 which could have been procured from local farmers. Further, when the OSCDCL failed to supply the requisite quantity, the ITDA was able to procure the same from local nurseries (at higher rate) which also indicates availability of grafts. Thus, it is evident that a proper assessment of availability of grafts was not made by the ITDA.

### **3.5.1.7 Evaluation of Economic Support Schemes by third party agency**

Physical verification of economic support schemes by third party agencies to evaluate commencement of the schemes was not carried in the test checked ITDAs<sup>26</sup> although specifically stipulated in the guidelines issued (June 2006) by TRICOR. Further, none of the test checked ITDAs had conducted/reviewed the impact of implementation of various schemes on improvement of socio-economic status of the beneficiaries.

Government in its reply (January 2015) stated that a Tribal Sub-Plan Research Centre was being established for conducting impact assessment of various schemes.

## **3.6 Development of Infrastructure**

Tribal welfare engineering wing is responsible for executing infrastructure works relating to roads, educational buildings, drinking water works and other works in tribal areas. As of March 2014, out of 6,335 works sanctioned (2009-14), 2788 works were completed, 2,500 works were in various stages of completion, 90 works were deleted and 757 works could not be completed due to court cases, lack of forest clearances and due to contractors abandoning the works midway.

### **3.6.1 Road connectivity**

During 2009-14, 138 road works were taken up under NABARD and Article 275(1) with an estimated cost of ₹194.80 crore. Of these, 48 (35 *per cent*) works were completed (expenditure incurred: ₹47.20 crore) and 63 works are in progress; the remaining 27 works were yet to be taken up (September 2014).

Government in its reply (January 2015) stated that the issue was under continuous persuasion at all levels of administration for obtaining the clearances.

However, Audit scrutiny of records in the test checked unit offices revealed the following:

- (i) Out of 780 and 171 tribal habitations in East Godavari and Kurnool districts, 58 and 82 habitations respectively have no road connectivity. Similarly, out of 1,496 habitations in ITDA, Parvathipuram (Vizianagaram district) 553 habitations were not connected by roads.

<sup>26</sup> Third party evaluation was taken up (by Council for Social Development) in 530 acres of horticulture plantations covering 6 mandals of ITDA, Bhadrachalam

- (ii) Six works<sup>27</sup> taken up without obtaining forest clearance led to closure of works midway after incurring an expenditure of ₹5.61 crore on these works.

Government replied (January 2015) that Master Plan of road network in all major ITDAs was taken up and the number of unconnected ST habitations identified and a five year action plan to cover unconnected habitations along with strengthening the existing road networks was prepared. Further, it was assured that as and when budgetary allocations were made, phase-wise road network programmes would be taken up.

- (iii) Work relating to providing BT surface to Sagar PWD - Bottayyathanda road (Nalgonda district) sanctioned in 2008 at a cost of ₹0.85 crore and scheduled for completion by July 2010 was closed midway (during 2012-13) after incurring an expenditure of ₹0.64 crore on account of insufficient funding for execution of two cause-way works, which are part of the scope of work.

- (iv) There was no progress, in two BT surface road works<sup>28</sup> (in East Godavari and Ranga Reddy districts) taken up during March 2009 - February 2012 (agreement value: ₹4.72 crore; expenditure incurred: ₹0.61 crore) due to be completed within one year from the date of entrustment. Specific reasons for non-completion were not furnished by the respective EEs.

Commissioner, TW replied (January 2015) that action was underway at Government level for conducting coordination meeting between Tribal Welfare and Forest Department to overcome the objections raised by Forest Department.

- (v) Six<sup>29</sup> villages (out of 42 physically verified) have no transportation facilities of any type.

Commissioner, TW replied (January 2015) that there were about 1,893 habitations in forest area without road connectivity and for which State Government and GoI were taking very drastic steps for amending the forest orders to provide clearance for laying roads in reserve forest areas.

### 3.6.2 Construction of school buildings

Review of the progress of construction of buildings sanctioned to schools and hostels under various schemes during 2009-14 revealed that only 152 (19 per cent) out of 807 sanctioned educational works had been completed, 31 per cent of the works remained at various stages of completion and nearly 47 per cent of the works remained incomplete due to court cases, lack of forest clearance, works abandoned midway by contractors. Scheme-wise details are given below.

<sup>27</sup> (i) Bairluty to Nagauluty Chenchu Colony (Srisailam), (ii) Sangda road to Rangabayalu via Vanagumma (Paderu), (iii) Rompally to Gundala (Utnoor), (iv) Ola to Ambugaon Tanda via Madampur (Utnoor), (v) Mallapur to Mukkdhamguda (Utnoor) (vi) Rajavommangi – Kothaveedhi (Rampachodavaram)

<sup>28</sup> (i) Ducharthy – D. Polavarappadu, road work in East Godavari district (ii) Modulagaddatanda – Domagundam Thirmalpurtanda road in Ranga Reddy district

<sup>29</sup> Damanguda (Adilabad district); Tekuluru (Khammam district); Sivapuram Gudem, Pallemcheru (Kurnool district); Jala (Vizianagaram district); Kondaparthi (Warangal district)

Table-3.5

## (A) Schools

Scheme	Buildings sanctioned	Buildings Completed (percentage)	Buildings not completed			
			In progress (percentage)	To be taken up (percentage)	Deleted (percentage)	Others (percentage)
*RIDF – XIV	26	25 (96)	1 (4)	-	-	-
RIDF – XVIII	95	-	68 (72)	9 (12)	-	18 (16)
Article 275	42	6 (14)	10 (24)	2 (5)	3 (7)	21 (50)
CSS – Ashram Schools	21	7 (33)	6 (29)	-	-	8 (38)
Schools complexes	623	114 (18)	162 (26)	8 (1)	9 (1)	330 (53)
<b>Total</b>	<b>807</b>	<b>152 (19)</b>	<b>247 (31)</b>	<b>19 (2)</b>	<b>12 (1)</b>	<b>377 (47)</b>

\*Rural Infrastructure Development Fund

Note: Others i.e. court cases, lack of forest clearance, works abandoned midway by contractors

## (B) Hostels

Scheme	Buildings sanctioned	Buildings Completed (percentage)	Buildings in-progress (percentage)
*RIAD Hostels	5	3 (60)	2 (40)
CSS Hostels	10	1 (10)	9 (90)
<b>Total</b>	<b>15</b>	<b>4 (27)</b>	<b>11 (73)</b>

\*Remote and Interior Areas Development

Source: Records of Ashram Schools and Hostels

Scrutiny of records pertaining to test checked works in sampled divisions revealed that works were entrusted without conducting survey and investigation by the Engineering wing before preparation of estimates, which resulted in non-completion/reduction in scope of works.

Government attributed (January 2015) the delays in completion of works to the user agency sanctioning the works without taking into consideration availability of sites, preliminary survey and investigation reports of proposed works, etc. It was further stated that the user departments were sanctioning the works based on average conditions and unit rates thereby necessitating deviations in scope of works.

### 3.6.3 Construction of buildings for new Residential Junior Colleges

Government accorded administrative sanction during 2007-08 for construction of six buildings for new Residential Junior Colleges for ST Girls (at a cost of ₹3.30 crore per building) under Remote and Interior Areas Development (RIAD) grant and entrusted the job to concerned Executive Engineers for execution. Test-check of three out of six works revealed that the delay in according technical sanction (in 2008), firming up of designs, concluding agreements (between February 2009 and January 2011) had led to cost escalation due to revision of the estimates with new SSRs. However, as building cost was

fixed, scope of works was reduced accordingly by deleting various components<sup>30</sup> from the scope of works. As a result, the colleges suffered from insufficient accommodation and other infrastructure.

Government replied (January 2015) that the original proposals for various components were made in 2006 with tentative site conditions without having physical sites, and due to time lag of two years, there was cost escalation and consequent reduction in scope of work.

### 3.6.4 Amenities in Ashram schools

Test-check of the availability of basic amenities and other facilities like drinking water, toilets, staff quarters, etc. in 149 Government Ashram High schools/hostels in the six test checked districts revealed shortfall in provision of amenities as shown in Table-3.6.

Table-3.6

District	Schools/ Hostels test checked	Bathrooms		Toilets		Hostels not having		
		Required	Existing (%)	Required	Existing (%)	Drinking water facility (%)	Staff quarters (%)	Compound wall (%)
Adilabad	24	687	120 (17)	687	225 (33)	14 (58)	NA	5 (21)
Warangal	24	820	237 (29)	820	211 (26)	18 (75)	9 (38)	13 (54)
Kurnool	11	172	36 (21)	172	43 (25)	10 (91)	9 (82)	10 (91)
Khammam	20	739	206 (28)	739	344 (47)	7 (35)	NA	6 (30)
East Godavari	30	451	273 (61)	451	264 (59)	19 (63)	12 (40)	7 (23)
Visakhapatnam	40	1623	418 (26)	1623	695 (43)	26 (65)	20 (50)	18 (45)

Source: Records of the test checked Ashram schools/hostels

NA: Not available

Scrutiny of records of test checked institutions and physical verification of 49 Ashram schools/hostels<sup>31</sup> further revealed the following:

- (i) There was no district level database of the uncovered hamlet/habitations/villages for establishing new educational institutions prior to 2012-13.
- (ii) Facilities like Library, Laboratory, Arts and Crafts room, Computer room, and Sports room were not provided to the hostel inmates in any of the test checked hostels/schools in Kurnool district. Further, Library facility was not provided to the hostels in Adilabad (12), Warangal (17) and Visakhapatnam (36).

Government in its reply (January 2015) assured that steps would be taken to provide separate rooms for library, laboratory, computer room, sports room as per norms.

- (iii) In nine Hostels/Ashram Schools (out of 11 test checked) in Kurnool district, sewerage and drainage facility including septic tank was not provided.

Government stated (January 2015) that the Tribal Welfare Engineering Department was attending to the maintenance of the works.

<sup>30</sup> in ITDA, Rampachodvaram: 2<sup>nd</sup> floor of the building and external electrification (₹98.41 lakh); in ITDA, Kurnool (at Mahanandi): Principal quarter, Staff quarters, Class-IV quarters, Internal roads and compound wall (₹70.52 lakh); in ITDA, Paderu (at G.K. Veedhi): 2<sup>nd</sup> floor of the building (₹1.17 crore)

<sup>31</sup> Adilabad: 10; Warangal: 15; Kurnool: 5; East Godavari: 9; Visakhapatnam: 3; Khammam: 7



**Open drainage in Integrated Hostel Welfare Complex  
Nandyal, Kurnool district**



**Serving food in open place - Government Ashram  
High School, Redyala, Warangal district**

- (iv) Due to insufficient space/absence of dining hall, the boarders were forced to eat in the classrooms or in the open play ground in 22<sup>32</sup> Government Ashram School/ hostels in the test checked districts.
- (v) Seventeen Ashram schools/Hostels in Adilabad (8), Warangal (5), Kurnool (2) and Khammam (3) were in dilapidated condition, and need renovation.
- (vi) In 63<sup>33</sup> Ashram schools (out of 149 test checked schools/hostels) benches were not provided.
- (vii) In Ashram School (Boys), Araku valley (ITDA, Paderu) sanitary arrangements were not in usable condition.

Government replied (January 2015) that needful had been done.

- (viii) In Ashram High School (Girls), Narsingapeta and Ashram High School (Boys) Paloncha, a part of consignment of benches was kept unused due to space constraint.



**Ashram High School (Girls), Narsingapeta**



**Non-provision of benches in Ashram (B)  
High School, Raiguda, Adilabad**

- (ix) In all the test checked Ashram schools/hostels in Bhadrachalam, Utnoor, Warangal and Kurnool telecommunication facilities were not provided although recommended (June 2007) by the State Expert Committee.

The Standing Committee of AP Legislature in its report (presented to Legislative Assembly in June 2013) pointed out that the maintenance of hostels at many places was very poor.

<sup>32</sup> Adilabad (8) and Warangal (14)

<sup>33</sup> Adilabad: 11; East Godavari: 5; Khammam: NA; Kurnool: 11; Visakhapatnam: 18; Warangal: 18

### 3.6.5 Provision of infrastructure in Residential (Gurukulam) institutions

Audit scrutiny of records of AP Tribal Welfare Residential Educational Institutions Society (APTWREIS – known as 'Gurukulam') pertaining to the five year period 2009-14 and physical verification of 40 sampled Gurukulam institutions in the six sampled districts revealed the following.

Table-3.7

Infrastructure/amenities	No. of institutions not having facilities	Infrastructure/amenities	No. of institutions not having facilities
Safe drinking water	7	Kitchen	2
Trunk boxes, plates, glasses	14	Gas stoves	3
Laboratory	10	Dining Hall	9
Furniture in lab	14	Furniture in dining hall	26
Library room	7	Generators	10
Furniture in library	11	Fans and bulbs	11
Computer training centres	19	Compound walls	9
Play ground	9	Overhead tanks	18
Sports material	15	Internal roads	18
Staff room	9	Street lights	10
Dormitory	11	Drainage/sewage system	21
Staff quarters	12		

Government replied (January 2015) that due to non-availability of funds, infrastructure facilities could not be provided in Gurukulam institutions. It was further stated that the works were taken up by TW Engineering Department with the amount (₹66.20 crore) sanctioned under TSP during 2013-14 and that proposals were under active consideration for providing solar fencing compound walls to Girls institutions.

Physical verification of the institutions revealed the following.

#### 3.6.5.1 Buildings, classrooms and dormitories

- (i) In *APTWRJC (Boys), Krishna Sagar (Khammam district)*, the college building was in dilapidated condition where ceiling and walls were completely damaged. Further, the dormitory building consisting of 48 rooms was in dilapidated condition and thereby the students are forced to stay in the classrooms even during night time.

Commissioner, TW replied (January 2015) that the Engineering wing was instructed to inspect the building and submit DPR for renovation.

- (ii) *EMRS, Kuravi (Warangal district)*, Residential School and Ekalavya Model Residential Junior College (EMRJC) were functioning in a single building. Further, although the school was upgraded (2008-09) to Residential Junior College, no separate building for college was constructed and separate infrastructure such as classrooms, dormitories, laboratory, staff room, etc. was also not provided. College students (336) were utilising the classrooms and dormitories intended for the school students (491).

Commissioner, TW replied (January 2015) that civil works valuing ₹80 lakh were sanctioned in 2013-14 and the PO, ITDA had been asked to furnish proposals for requirement of amenities.

- (iii) In *APTWURJC (Girls), Asifabad (Adilabad district)*, although school was upgraded to Residential Junior College, sufficient number of dormitories were not provided to accommodate the 610 school students and 406 college students. Sufficient kitchen and dining hall were not provided.

In reply (January 2015) Commissioner, TW stated that the college was currently functioning in new building and High school sections were continuing in old building which required major repairs, and that proposals were being readied for sanction of funds to take up repair works.

### 3.6.5.2 Toilets

- (i) In *APTWRS (Boys), Chintoor (Khammam district)*, 40 newly constructed (during 2012-13) toilets were locked and not put to use due to lack of scavenger services.
- (ii) In *APTWRJC (Boys), Krishna Sagar (Khammam district)*, 10 toilets were in dilapidated condition (and hence not in use).

In reply (January 2015), Commissioner, TW stated that proposals were being submitted for sanction of required budget for creating the amenities.

### 3.6.5.3 Security

*In 18 sampled institutions* in East Godavari, Visakhapatnam, and Vizianagaram districts, no fire safety measures were adopted and fire extinguishers were not provided despite the specific directive (April 2009) by the Hon'ble Supreme Court.

Government in its reply (January 2015) stated that necessary proposals would be furnished to Government for providing fire safety measures and fire extinguishers immediately in all TW residential institutions.

### 3.6.5.4 Infrastructure in Mini Gurukulams

Mini Gurukulam institutions were established in female low literacy areas. As of March 2014, there were 41 such institutions in the State.

During physical verification of Mini Gurukulams in the sampled districts it was observed that basic infrastructure facilities such as dual desks, two-tier cots, separate dormitory rooms, toilets, etc. were not provided. Students in these institutions were not provided with trunk boxes.

Government replied (January 2015) that necessary infrastructure facilities could not be provided in mini gurukulams due to non-sanctioning of budget during the period 2011-13.

Audit scrutiny revealed that non-recurring grants to the extent of ₹19.74 crore released by GoI during the period 2011-12 and 2012-13 for the purpose of providing necessary infrastructural facilities in Mini Gurukulams have been diverted by the Society for the purposes like pre-matric scheme, RIAD and General fund.

Government replied (January 2015) that due to shortage of budget under RIAD, School Education, Pre-matric scheme, etc. expenditure was incurred out of Mini Gurukulam scheme funds and that the funds were adjusted in the later years. However, adjustment details were not furnished by Government.

### 3.6.5.5 Amenities to students

Physical verification of the sampled institutions revealed that the students housed in these Gurukulam institutions were not provided with amenities as per the norms. Details are given below.

#### Dietary arrangements

APTWREI adopted (December 2012) revised dietary menu to students with the enhanced rates of dietary charges. As per the revised menu, rice (450/500 gms), RG dal (18/25 gms), milk (125 ml) and one egg should be utilised in the preparation of diet to the boarders.

- (i) In *seven*<sup>34</sup> *sampled institutions*, prescribed quantities of rice, dal, milk, eggs as per the revised menu were not provided due to late/short supply of items by the supplier i.e. GCC (short utilisation was ₹21.29 lakh against the provision of ₹1.73 crore).
- (ii) In *APTWRS (Boys), Chintoor (Khammam district)*, as per the revised dietary menu, fruits were to be provided as food supplement to students. However, this requirement was not complied with during 2013-14. In *APTWRS (Girls), Bhadrachalam* also, fruits were not provided to students during 2013-14 ignoring the revised dietary menu.

Government in its reply (January 2015) attributed the delay in supply to interior/remote location of the institutions. Commissioner, TW stated that report was being called for from the Principal in this regard and action would be taken against the concerned officials.

## 3.7 Adequacy of staff in Schools

Audit scrutiny of the records of CTW revealed that as against the sanctioned strength of 13,227 posts in Ashram/MPP schools in the State, 4387 posts (33 per cent) were vacant as detailed in Table-3.8. It can be seen that around 55 per cent, 43 per cent and 56 per cent vacancies existed in the cadres of School Assistant (Maths), Languages and Science teacher posts respectively.

Table-3.8

Post	ITDAs	
	Sanctioned	Vacant
Post Graduate Head Master (PGHM)	486	194
School Assistant (Maths)	816	450
Languages	2353	1003
Sciences	1940	1092
Others	7632	1648
<b>Total</b>	<b>13227</b>	<b>4387</b>

Source: Records of CTW, Hyderabad

<sup>34</sup> APTWRS (PTG-B), Arakuvalley; KGBV, Arakuvalley; APTWRJC, Arakuvalley; APTWRSOE, Marikavalasa; APTWRS (EMRS), Y.Ramavaram; APTWRC (EMRC), Y.Ramavaram; APTWRJC, Rajavommangi

Audit scrutiny of the sampled schools/hostels revealed the following.

Out of 164 posts sanctioned in four test checked districts, 95<sup>35</sup> posts of wardens/Hostel Welfare Officers (HWOs) were vacant.

Government replied (January 2015) that action was being taken to fill up the vacant posts.

### 3.7.1 Adequacy of Staff in Gurukulam institutions

Audit scrutiny of the sampled institutions revealed that, out of 645 teaching posts, 240 (37 per cent) posts were being operated on regular basis and 363 (56 per cent) posts with part time teachers leaving 42 posts vacant. In East Godavari district, 40 per cent of posts were vacant while in Adilabad district, 84 per cent of posts were operated with part time teachers.

## 3.8 Development of Mother Tongue Based Multilingual Education (MTB MLE) programme

With a view to impart education to the tribal children of classes I, II, III in their mother tongue as prescribed in RTE Act 2009, State Project Director, Sarva Shiksha Abhiyan, sanctioned (March 2012) “**Development of Mother Tongue Based Multilingual Education (MTB MLE) programme**” and released an amount of ₹1.05 crore (March 2012) to the Director/SCERT and Principals of the DIETs. Although the work of printing of books was to be completed for distribution to children by October 2013, it has not been completed as of September 2014.

Government in its reply confirmed (January 2015) the audit observation and stated that due to lack of trained (B.Ed./D.Ed./TTC/LPT) Mother Tongue Academic instructors required as per the RTE Act 2009, MLE programme in eight tribal languages could not be implemented and a policy decision was needed to be taken to continue the MLE programme and that the same was under consideration.

## 3.9 Conclusion

*As brought out in foregoing paragraphs, despite GoI guidelines stipulating long-term area-specific micro planning under SCA to TSP by taking into consideration ITDAs and the Clusters therein as geographical units, none of the sampled ITDAs had prepared long-term perspective plan. As against mandated 6.60 per cent allocation of total plan budget outlay for TSP, allocation was only about 3.97 on an average during the last five years. Even out of the funds allocated, Government could not expend to the extent of 94 per cent in General sector, 36 per cent in Social sector and 44 per cent in Economic sector respectively. There was no improvement in allocation and utilisation of funds under TSP despite enacting of separate legislation in the State.*

*There were also persistent delays ranging from 13 to 24 months in releasing the funds provided under Article 275 (1). Management of funds provided for tribal welfare was ineffective with funds being parked in fixed deposits in banks, diversion of funds by*

<sup>35</sup> DD (TW) - Utnoor (23), DTWO - Warangal (13), DTWO - Kurnool (6) and DD (TW) - Paderu (53)

*Project Officers of ITDAs, advances given by ITDAs remaining unadjusted, etc. There was no effective monitoring system to ensure commencement of units by the beneficiaries under Economic Support Schemes. Coffee and rubber plantations planned for the benefit of tribal population failed to achieve the desired results due to non-availability (up to 66 per cent) of required shade area/taking up the project in unsuitable agro climatic conditions and the requirements for successful maintenance of plants not being visualised by ITDAs.*

*Government efforts to provide infrastructure viz., basic amenities like sanitation facilities, etc., in residential junior colleges, ashram/Gurukulam institutions were not commensurate with the requirement.*

### **3.10 Recommendations**

Audit recommends for consideration that:

- (i) Long-term perspective plan be prepared by the Tribal Welfare Department taking into consideration ITDAs and the Clusters therein as geographical units and keeping in view the long-term area-specific micro planning.
- (ii) Accountability be fixed by Government for non-furnishing of UCs within the stipulated time frame.
- (iii) Effective monitoring system be in place to ensure commencement of units by the beneficiaries.
- (iv) Feasibility studies (including availability of required cultivable area, agro climatic conditions, etc.) be conducted for successful implementation of plantation programmes.
- (v) Effective steps be taken for expeditious completion of the works relating to provision of basic amenities/infrastructure facilities like educational infrastructure, road connectivity, etc. in tribal areas.